



What Can You Do?

THE NATIONAL SYMPOSIUM ON CAMPUS ALCOHOL PRACTICES
COLLEGIATE ALCOHOL ABUSE: RECOMMENDATIONS AND GUIDELINES
A REPORT FROM THE
INTER-ASSOCIATION TASK FORCE ON ALCOHOL AND OTHER SUBSTANCE ABUSE ISSUES

Collegiate Alcohol Abuse: Recommendations and Guidelines

**A Report from the
Inter-Association Task Force on Alcohol
and Other Substance Abuse Issues**

**The National Symposium on Campus Alcohol Practices
The College of William and Mary
April 28-29, 1998
Williamsburg, Virginia**

**MEMBERS,
INTER-ASSOCIATION
TASK FORCE FOR
ALCOHOL AND OTHER
SUBSTANCE ABUSE
ISSUES**

American Association of State Colleges & Universities
American College Health Association
American College Personnel Association
American Council on Education
Association of College and University Housing Officers – International
Association of Fraternity Advisors
Association for Student Judicial Affairs
BACCHUS Canada
The BACCHUS and GAMMA Peer Education Network
Fraternity Executives Association
Golden Key National Honor Society
International Association for Campus Law Enforcement Administrators
National Association for Campus Activities
National Association of Student Personnel Administrators
National Athletic Trainers Association
National Intramural–Recreational Sports Association
National Collegiate Athletic Association
National Interfraternity Conference
National Panhellenic Conference
National Panhellenic Council

In the spring of 1998 the Inter-Association Task Force on Alcohol and Other Substance Abuse Issues coordinated "A National Symposium on Campus Alcohol Practices" at The College of William and Mary in Williamsburg, Virginia. The IATF had sponsored their first such conference in Washington, D.C. in 1985.

Over 100 persons came to this historic place to spend time together to discuss the pervasive issues of the use and abuse of alcohol on America's campuses. College presidents, academic affairs officers, student affairs staff, health officials, and college trustees and students gathered for two days to deliberate the policies, intervention strategies, programs and services that are providing support to this issue. The current research was discussed and debated. Presentations were made by distinguished scholars from colleges and universities and the federal and state governments.

These proceedings were derived from vigorous discussion and debate among Task Force members. It should be noted that over twenty higher education associations representing most all of the currently enrolled 15 million students in American higher education are represented collectively through this group.

We wish to acknowledge The College of William and Mary and its president, Timothy Sullivan, the School of Education and Dean Virginia McLaughlin for supporting this conference. Members of the College's administrative staff were very helpful in orchestrating the Symposium. Our co-sponsor, the American Council on Education, was instrumental in seeing the conference was held. The Honorable Mark Earley, Attorney General of the Commonwealth of Virginia, gave very important remarks at the Symposium and provided leadership in Virginia's effort to curb alcohol abuse on its campuses. George Mason University in Fairfax, Virginia, was instrumental in its assistance with the Symposium activity and its president, Alan Merton, has been a steadfast proponent of the IATF initiatives.

Finally, our thanks to the many contributors who made the Symposium possible. A leadership gift of \$15,000 from the Fraternity Executive's Association provided a basis of support that totaled \$60,000.

The professional assistance of Pamela Kirschbaum and Dean Olson is gratefully acknowledged in producing these proceedings.

FOREWARD AND ACKNOWLEDGEMENTS

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**DISTINGUISHED
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NATIONAL SYMPOSIUM
ON CAMPUS ALCOHOL
PRACTICES
APRIL 28-29, 1998**

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Attorney General
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all 1997. The beginning of a new school year, a new semester. Tuition is paid, books are bought, parents have unloaded the family car: the stereo and clothes, the computer and toiletries and reminders of home are in place. Classes are still interesting, athletes still heroes, labs and late nights at the library stimulating. A season, altogether, of vitality and discovery.

Then, two young men pledging fraternities, in opposite parts of the country, die of alcohol poisoning. A student in central Virginia, disoriented from pre-game, heavy drinking in a short time, falls down a flight of stairs and dies of head injuries. Another Virginia woman accidentally rolls out an eighth-floor dormitory window. She does not survive.

Three more students die in automobile accidents. Virginia's Attorney General presses forward with his Task Force on Drinking by College Students—the first such statewide effort in the nation—and challenges members to produce “common sense recommendations to change the culture of alcohol abuse.”

With the warm breath of spring, alcohol-fuelled riots erupt, on east and west coasts and in between. Crowds overturn cars, pelt police with rocks, bottles, and chunks of asphalt. Damage to property is in the hundreds of thousands, to people significant and disturbing. Students, under the influence, protest changes in alcohol policies, the attempts to protect and preserve them, and demand the “right to party.”

With dismayingly regularity, news reports detail the excesses, and the deaths, of vibrant collegians, their promise and their talent compromised or extinguished. For university “caretakers”—from the president to the chief student affairs officer to the faculty member in whose classroom the young person just studied—alcohol abuse by their students prompts sadness, anger, sometimes defeat, and often frustration.

Some 83 percent of the students in the most recent, representative Core Alcohol and Drug Survey said they drank, and 43 percent reported some form of violence—arguments, threats, fights, thefts, ethnic and sexual harassment, or unwanted sexual encounters—related to alcohol.

How to best deal with the complex issues, responsibilities, and liabilities, how to be an instrument for change in the prevailing collegiate environment, is the challenge facing all university people. This report offers up-to-date guidelines for a Model Campus Alcohol Policy and recommendations for action based on the experience and wisdom of a diverse, broadly representative group of educators, trustees, and students. The Task Force hopes you will read them carefully and will find them highly useful in the implementation of policy and education on your campus.

For years, university educators have been grappling with collegiate alcohol abuse in a variety of ways. The dilemma—respecting the adult sensibilities and independence of young people while honoring the law and an institution’s “duty to care”—has become evermore difficult to solve. The demographics alone are daunting: Some 15 million students now attend more than 3,500 institutions. Nationally, raising the legal age for buying alcohol to 21 has meant the mingling on campuses of underage and legal-age students, with the preponderance, 70 percent, of legal age.

Abuse is begun now at very young ages, in high school and even in middle school, so that patterns are often well set before students arrive at college. Before their children leave secondary school, many parents are well aware of the concerns and activities of Mothers Against Drunk Driving (MADD) and Students Against Drunk Driving (SADD). Sadly, many have been in court or in counseling with their children. Worse, some have attended funeral services for their children or schoolmates.

ISSUES AND INITIATIVES

The social culture of students, intertwined as it is with events that abuse alcohol, is obviously at odds with the academic culture of learning and growth. For those students who do not drink, or who do not drink to excess, that environment may be jeopardized in distracting and serious ways.

"In most colleges," noted educator Nevitt Sanford wrote in 1969, "the students are either preached at or left to their own resources.... These institutions reflect and do much to perpetuate the drinking cultures of their larger communities. By remaining silent on alcohol abuse while discussing almost everything else, they take part in the general conspiracy of silence; and by making unenforceable rules and then winking at their violation, they perpetuate the hypocrisy that generally surrounds drinking in our society." Despite numerous preventive education programs, more curtailment of alcohol in campus housing, and genuine concern and action by many educators, that hypocrisy continues today.

Still, important initiatives are in motion. In the early 1970s, Dr. Morris Chafetz, first director of the National Institute of Alcohol Abuse and Alcoholism, set up the 50 Plus 12 Project. His staff visited a university or college in every state and 12 private and minority institutions to gather and disseminate information about alcohol use, attitudes and abuse. From that effort came the first real compendium on collegiate alcohol use, *The Whole College Catalog About Drinking* (K. Hewitt, 1976), and the knowledge that most colleges and universities were groping alone for answers and would welcome ideas and guidelines.

In 1976, Dr. Gerardo M. Gonzalez, then a graduate student at the University of Florida, and his mentor Dr. Thomas G. Goodale, then dean of students there, founded BACCHUS, Boost Alcohol Consciousness Concerning the Health of University Students, to provide a network for peer educators and to promote awareness on alcohol abuse issues. More than ten years ago GAMMA, Greeks Advocating Mature Management of Alcohol, was started as an ongoing part of the network. The BACCHUS and GAMMA Peer Education Network, now active on more than 800 campuses in the U.S., Australia, Canada, Mexico and beyond, believes that "students can play a uniquely effective role, unmatched by professional educators, in encouraging their peers to consider, talk honestly about, and develop responsible hab-

"It is imperative that we change the drinking culture that afflicts our campuses.... But to effect real change, it must be realized that student leadership is essential. It is incumbent upon the entire campus community to get our students involved in setting responsible drinking guidelines, enforcing them, and helping those students who violate them."

*John Elrod
President, Washington and Lee
University
Richmond Times-Dispatch,
February 7, 1998*

its, attitudes and lifestyles regarding alcohol and related issues." Over the past 20 years, the network has proven to be the constant voice advocating student leadership and training on health and safety issues.

The Inter-Association Task Force, a major collaboration of higher-education associations, was initiated by Dr. Goodale, also a former president of the National Association of Student Personnel Administrators (NASPA), in 1983 to address the implication of the coming change in the drinking-age law to 21. The Task Force first held a national conference on campus alcohol policy in December 1985 and shortly thereafter published the first Model Campus Alcohol Policy and the conference proceedings. The Williamsburg symposium was the second national undertaking of the 20-member organization.

The IATF maintains a World Wide Web site (www.iatf.org) that offers guidelines for a Model Campus Alcohol Policy and for all marketing of alcohol on campus. The site provides information about how to participate in National Collegiate Alcohol Awareness Week and "Top Ten" lists of awareness week activities for each of nine groups. Members of Greek organizations, campus police, coaches and athletes, administrators in activities and recreational sports offices, and others can find numerous specific plans at the site. In addition, the site has links to many other resources for publications and funding.

IATF-Member Initiatives

In 1985 after the first Inter-Association Task Force national conference the U.S. Department of Education initiated the university alcohol education component of the Fund for the Improvement of Post-Secondary Education (FIPSE). As a call to action in its focus on prevention through education, intervention and treatment, the government agency provided millions of dollars for alcohol education programs on campuses throughout the country. Those funds for alcohol education were significantly reduced in 1996.

Member organizations of the IATF, however, actively continue to initiate, promote, and sponsor measures in higher education that strive toward solutions. Since 1991 the National Collegiate Athletic Association (NCAA) has awarded seventy-seven CHOICES grants to member insti-

*"I didn't want to stop partying.
Everyone I hung out with
on the weekends was drinking.
You feel out of place
when you're not."*

*John Petrone
Expelled by the University of
Delaware under its
"three strikes-and-you're out"
policy
The Chronicle of Higher Education,
June 12, 1998*

Binge Drinking—A Suspect Term?

The popular term "binge drinking" is used regularly to describe collegiate alcohol abuse in the media, by speakers, and by researchers. But some students at the Inter-Association Task Force's conference in Williamsburg argued that the term, defined as five or more drinks at a single session, is irrelevant and inaccurate.

Sharing a pitcher of beer or having five drinks over the course of a lengthy evening is not necessarily alcohol abuse.

The problem, they say, is a campus culture that encourages students to drink until they are drunk—to drink, on purpose, to excess.

tutions for implementing and evaluating alcohol-education and prevention programs. Many of the programs use athletics, student-athletes or related events and target most or all students, not just athletes. The NCAA encourages collaboration between a school's athletics department and other campus organizations involved in alcohol education. Institutions can apply for grants up to \$30,000 over three years. Alternative athletic and activities programs, peer education and outreach, scenario/value judgment exercises, presentations by student-athletes, and mentor training are among the kinds of projects that have been funded.

The NCAA also offers for some fifty educators each year the Professional in Residence Program at the Betty Ford Center, a leader in the treatment of alcohol and other drug dependence. Participants, who are key policy decision-makers at their universities, spend three and a half days getting an "insider" view of the center's treatment plan for dependent people that helps them better understand the disease of addiction and treatment options. They attend an Alcoholics Anonymous meeting, hear staff presentations, and spend hours immersed with patients at meals, group therapy, and peer-group sessions. At least 400 university people have now participated.

TEAM (Techniques for Effective Alcohol Management), a national coalition of major sports leagues and other groups to which the NCAA belongs, helps develop policies and programs about alcohol consumption at athletics events with regard to effective management of stadiums and other facilities.

The National Intramural-Recreational Sports Association (NIRSA) promotes the use of campus recreational options and facilities as an alternative to alcohol through its "Natural High" initiative, which emphasizes health and wellness as well. Other organizations, such as the Association of College and University Housing Officers-International (ACUHO-I), are moving alcohol out of dormitories and other residential quarters where underage and legal-age students live together by promoting substance-free housing options on campuses. While the association does not have specific data yet, it is clear that more schools are providing such housing, at the request of both parents and students, and with great success. Reports indicate as well that the amount of alcohol permitted in housing owned or

operated by colleges and universities has decreased dramatically since 1985.

Because of growing concern about the image and future of the Greek-letter community across the country, the National Interfraternity Conference (NIC) is sponsoring "Select 2000," an effort to reintroduce the values of fraternal life—scholarship, ethical leadership, honesty, integrity and individual responsibility—into the daily affairs of chapters and their members, with binge drinking no part of those values. Providing a safe, healthy environment is one goal of the program and includes an endeavor to have NIC's 64 national men's fraternities choose to provide substance-free housing by the year 2000 and to include substance-free events as part of each chapter's social programming. The conference also sponsors Our Chapter, Our Choice, a peer education program in which student facilitators lead scenario-type activities designed to help redefine acceptable behavior related to alcohol and drug use. NIC's Alcohol Advisory Committee comprises national fraternity presidents and executive directors.

While sorority houses are traditionally substance-free, the women also traditionally go to fraternity houses to drink. The National Panhellenic Conference (NPC) is working with campus communities and individual fraternities to support a return to fraternal values and reduced emphasis on alcohol through a joint NPC/NIC Task Force on Alcohol-Free Housing. NPC offers its member groups the Alcohol 101 Educational Program produced by the University of Illinois and The Century Council, and an alcohol and other drug awareness project is being piloted with the Higher Education Center for Alcohol and Other Drug Prevention.

All fraternity and sorority members pay a premium with their dues to participate in the Fraternity Insurance Purchasing Group, a risk-management system. NIC and NPC offer risk-management guidelines for member chapters. The National Pan-Hellenic Council prohibits the sale or consumption of alcohol at any member-sponsored event on campus or at any student residence or facility.

Other IATF-member organizations continue to support peer education and assessment training, promote overall health and wellness, and advocate for sensitive intervention and treatment measures through college health services and other on-campus agencies.

Whether to celebrate the end of finals, a 21st birthday or spring or simply to party because they are in college, it is the excess, not the number of drinks, that defines alcohol abuse. On the other hand, said Penn State University President Graham B. Spanier, "Don't underestimate the importance of having a simple term like binge drinking that the public and freshmen can understand."

WHAT CAN YOU DO?

Despite progress, concerns still exist for the health and safety of students and other members of university communities. During the symposium more than 100 college presidents, administrators and students discussed how to rebuild campus culture; provide comprehensive health education; foster community and life-enhancing values in a safe environment; address legal liability; and initiate or modify legislation. Task Force leaders have revised the model policy and affirmed the role of parents as active partners.

While respecting the appropriateness of each college and university to make individual decisions about campus life, the Task Force offers recommendations that are relevant, inclusive and applicable to the present culture on most campuses. To address alcohol abuse, colleges and universities should:

- Define binge drinking precisely.
- Determine the causes and results of alcohol abuse.
- Develop policies about alcohol use and enforce them consistently.
- Hold policy violators accountable for their behavior.
- Include in those policies prevention and other appropriate responses.
- Pay particular attention to all new students, first-year and transfers.
- Enlist the direct support of the chief executive and members of the governing board.
- Commit funds to address alcohol abuse through education, enforcement, treatment and related activities.
- Use available resources and technologies to increase the campus community's understanding of the institution's "duty to care."
- Develop mechanisms to communicate with parents and guardians about their children's involvement in situations of alcohol abuse.

Rebuilding Campus Culture

How do the role models in our university community deal with the minority of students who abuse alcohol? Are students involved in discussions and decisions about campus life? What kind of marketing of alcoholic beverages and of alcohol-related events do we allow on our campus? Are we sending appropriate messages or reinforcing poor choices?

How many alcohol-free events do we offer? Do they appeal to our students? Are we, or can we, work productively with the local community to help us change expectations and solve problems? Are student social traditions and practices in line with the school's academic mission and policies? Do we make sensible, enforceable rules? Do we enforce those rules fairly and consistently?

These are vital questions educators need to ask, continuously, as they assess their own campus.

The Task Force believes that to rebuild campus culture, to change expected and often accepted behavior, it is essential to return to the principles set forth in the first national conference, held in 1985:

- Remind students emphatically of their individual responsibility for their actions.
- Acknowledge the role of students in changing campus culture.
- Include students in decision making.
- Consider carefully how alcohol is marketed on campus.
- Involve everyone on campus including the president and trustees.
- Enlist the help of local merchants and community members.

Governing boards and other administrative leadership groups must be proactive in developing and reviewing regularly policies, programs and initiatives that establish standards for the entire university community, that its members understand and for which they are accountable. Addressing the reckless use of alcohol is not the responsibility of a single department, office or individual. It requires the collaborative effort of everyone in the university community: faculty in all academic disciplines, administrators, staff and alumni. Faculty in particular are a significant link,

"You can put policies in place, you can legislate... but if my friends are drinking, I'm going to drink. It's about changing attitudes and behavior, and that's not going to happen with legislation.... It's wonderful for administrators to care, but the dialogue has to happen with students. The only thing that's going to change our behavior is not thinking it's cool."

*Kenna Mills
College of William and Mary '98
Graduate Student, Harvard
University
Inter-Association Task Force
Participant*

"Epic acts of alcoholic stupidity
form the basis of a rich oral history,
and the most legendary excesses
are burnished
and passed down like
treasured heirlooms. ...
Shot glasses and beer mugs
stamped with school crests and
mascots can be scooped from
campus bookstore shelves
along with the textbooks
and other essentials."

*"Students Keep Alcohol in
Curriculum,"*
USA Today, March 30, 1998

usually the greatest link, with students. Students who exhibit poor academic performance and who have physical and emotional problems tend to abuse alcohol. Faculty may be the first to observe and know a student's difficulty, and be able to refer that student for help.

A recent Core Institute for Alcohol and Drug Prevention survey of faculty and staff found that 64 percent of those responding considered alcohol abuse on their campus a major concern and 90 percent said that colleges and universities should be involved in prevention. Eighty-seven percent reported that alcohol abuse negatively affects their students' personal and academic lives. More than three-fourths did not consider themselves "actively involved" in prevention, but many said they would like to be more involved.

Important peer leaders—Greek-letter organizations, student governments, student-athletes, residence hall associations, and other campus programming groups—must take the lead in educating students about safety and wellness, in encouraging alcohol-free living environments, and in supporting facilities and programs that encourage healthy interactions and development of students.

The Task Force offers specific guidelines for beverage alcohol marketing on campuses. Alcohol beverage marketing programs should conform to the school's code for student conduct, avoid demeaning sexual or discriminatory portrayals, and avoid encouraging any form of alcohol abuse. Alcoholic beverages should not be given as awards to students or campus organizations or used for uncontrolled sampling or in any way entail "drinking contests." Promotional activities attached to existing campus events, if allowed, and local off-campus promotions directed to students should have the prior knowledge and consent of the institution's appropriate officials. Drinking should not be portrayed on campus or in school media as a solution for personal, academic or social problems or necessary for success.

One of the significant challenges for universities is to work in partnership with the local community, especially with merchants who depend on the college trade. Often businesses that serve alcohol and are near a campus facilitate drinking abuse through weak enforcement and prac-

tices. And when institutions tighten campus policies, even more students may simply drink off campus. Educators must establish a rapport with community members and work together to establish safe practices regarding the sale and consumption by students.

The Winter 1998 issue of *Catalyst*, a publication of the Higher Education Center for Alcohol and Other Drug Prevention, notes that, following two alcohol-related deaths in Massachusetts, the state's Board of Higher Education banned alcohol on all state campuses. Other colleges and universities have banned alcohol on campus and formed campus-community partnerships to address drinking problems by serving students responsibly, enforcing the law more rigorously, or both. "School administrators," newsletter reports, "can do a great deal on campus to address the problems of dangerous drinking, but their success will be limited until they also do something about local retail outlets that sell to minors or to intoxicated patrons."

Providing Comprehensive Health Education

Because they are in the business of education, colleges and universities must aim to fully educate their students. That includes education for a full and productive life. Detailing the academic, social, health, and safety hazards of alcohol abuse must be ongoing. A recent report from The National Center on Addiction and Substance Abuse at Columbia University notes that epidemiologic evidence points to an increasingly strong connection between alcohol abuse and a variety of health problems, including AIDS, cancer, heart disease and stroke. Moreover, the report recognizes growing evidence that college drinking patterns can lead to future, more serious alcoholism problems.

Any comprehensive health education program needs to provide, at a minimum:

- Accurate medical and biological information on alcohol and its effects and the consequences of its use.
- Accurate legal information on alcohol purchase, possession and consumption and the penalties for violation of laws.

"We are adults. I may not act like one all the time, but we are adults. And we want to be treated like adults."

*Stacey Strong
Student, Hastings College
Inter-Association Task Force
Participant*

"If we are to accomplish anything, there must be adequate funding for program expansion in all areas. No longer can the lone substance abuse professional and/or counselor be expected to carry the program.

We must have services—diagnostic, testing, treatment, education and counseling—available in sufficient numbers to meet the need.

And, of course, we must recognize and admit that there is a need on our campus."

*Margaret Bridwell, M.D.
Director, University Health Center
University of Maryland*

"...These first few weeks are obviously very important in setting the standards we expect these students to meet and in setting the tone of campus community life....Among the most significant [of social norms] is the perceived norm regarding the use and abuse of alcohol and other substances.

Alcohol abuse by students, especially binge drinking, is one of the most difficult problems on college campuses around the nation....

Again, the research is clear that the most progress is made in dealing with this problem when it is treated as a matter of "environment," rather than as an individual matter (although individuals still must be held accountable for their own behavior).

- Accurate information on the personal, interpersonal and community social consequences of alcohol abuse.
- An ethical context for decision-making skills to implement thoughtful and responsible decisions.

Such a program must be based on fact and research, and should lead to reducing the incidence and prevalence of underage drinking, abusive high risk/binge drinking, and negative consequences for individuals and those associated with alcohol consumption. It should reinforce the positive culture of the country as a whole and deemphasize the subculture of alcohol abuse. Social norming campaigns are a positive example of how this can be done to effectively change behavior.

Educators should consider the culture and demographics of their individual institution and the roles which gender, race, age and developmental level play to insure that a program of education attracts and reaches students. Students at historically black colleges, for example, seem to have fewer problems related to alcohol and other drug use, the Higher Education Center for Alcohol and Other Drug Prevention reports. Extensive support networks for academic and professional achievement, high regard for family and spiritual values, a deep sense of shared history and vision, multi-faceted community ties, and pride in African roots may be important characteristics that differentiate these schools from other institutions. Building on the strengths and characteristics of an individual university's community is of great value.

Colleges and universities should enlist the direct support of their president, who can write persuasively and effectively to the parents of incoming students and to the faculty stating the behavioral standards—setting the tone for community life—at the school.

Faculty must be cognizant of being on the "front-line." They are close to the students, influential, and intelligent observers. A student who needs help, through university or community resources, may be most obvious to a faculty member first.

On a personal level, students need to hear that they are responsible as individuals, that they must know their own

limit and consider their family history and genetic and physical makeup in determining whether and how much to drink. Teaching them how to handle acute intoxication of a classmate or friend should also be on the agenda.

Fostering Community and Life-Enhancing Values

Because the fundamental mission of higher education is, indeed, to educate, academic achievement is primary. Universities have a responsibility, the Task Force believes, to develop policies, procedures and services consistent with their mission that maximize academic success, learning and personal growth. Each university's task is to create the best possible environment, consistent with its values and with the principles of individual freedom and responsibility, for learning. Faculty, staff and students have a vital stake in an environment most conducive to learning in all its forms, a place of civility and safety that promotes responsible choices, healthy relationships, and regard for all.

Higher education has a responsibility to promote the human development of students, to teach citizenship and leadership skills. The collegiate experience provides a rich environment in which students can explore and develop beliefs that will guide their moral and ethical behavior, an environment in which they can learn new behaviors. Education is more than merely passing on facts. As role models university people have the opportunity to pass on key life skills that lead to maturity: motivation, self-discipline, judgment, and esteem for one's self and others.

Students need to be free from the second-hand effects of the irresponsible and dangerous behaviors of others: violence, sexual harassment and assault, unwanted sexual encounters, impaired driving, and sleep problems. To be successful, colleges and universities must develop policies regarding alcohol use that are consistently reinforced and that include prevention and other responses. They must pay particular attention to new underage students who are most at risk and most anxious to find favor with their peers.

We need your help in making clear to students that the abuse of alcohol is not simply some rite of passage we will tolerate.

You can do that by speaking out on the subject, and I hope you will do that.

You have far more influence than you might imagine!...

In short, let's use these first few weeks of the new semester to affirm the culture for learning to which we are committed...."

*Robert L. Carothers
President, University of
Rhode Island
Letter to his faculty, Fall 1997*

"The incidents of the past year have forced the MIT community to question the role alcohol plays in the lives of students. Over the winter, students, faculty, and administrators struggled with that question and proposed answers in the form of new Institute alcohol policies for individuals and groups. Now, with policies and committee reports in hand, the MIT community must begin to live with the answers that it has found. The fact that we have a policy, however, does not mean that the decision-making process is over. ... the administration must be careful not to enforce policy through instilling fear and distrust. Such a move could have unfortunate consequences. We are concerned by the growing distrust between students and the Campus Police. We are also concerned that a similar distrust is beginning to poison the relationship between students and graduate resident tutors. The relationship between students and the Campus Police exemplifies the way in which enforcement should not be handled.

Addressing Legal Liability and Legislative Initiatives

The Inter-Association Task Force recognizes the great liability each institution has under the law and in its duty to care. Each college and university, therefore, must:

- State clearly its policy on alcohol use and misuse, incorporating local, state and federal laws.
- State clearly its institutional values and provide the reasons for its policies and procedures.
- Hold each member of its community accountable for their behavior within the established policy on alcohol.
- Make a diligent effort to enforce its policy consistently and to sanction violators. Student sanctions should include fines, community service, loss of campus privileges (such as extra-curricular activities), loss of campus housing, and temporary or permanent removal from school.
- Review all activities involving alcohol on a regular basis to insure acceptable campus norms and consistent enforcement of policy.
- Provide appropriate ongoing training, to the best of its ability, for student, faculty and staff leaders to understand alcohol policies and associated risk management concerns.
- Communicate through available resources and technologies, such as e-mail, to increase understanding of the institution's "duty to care."

Unless it is carefully crafted and enforced, legislation can have only a limited impact in enforcing public policy goals. Current laws and regulations are effective only with strict enforcement by law officers and institutions. Enforcement, and strong, consistent response by the courts, are critical.

The Task Force believes parents can be active players in the effort to combat the illegal use and misuse of alcohol, and supports the development of a policy on the release of information to parents or guardians in situations involving alcohol abuse by each institution.

The U.S. senators from Virginia, in conjunction with recommendations from the state's recent Task Force on Drinking by College Students, have introduced an amendment to the Family Educational Rights and Privacy Act (FERPA) that may give institutions the option to notify parents of serious alcohol infractions without violating privacy laws. Federal regulations currently allow parental notification when a student's health or safety is in jeopardy; most schools, however, have not interpreted this to mean alcohol offenses.

The current alcohol policy forces police officers to act as intrusive enforcers of state law. The problem is amplified by the fact that the Campus Police serve as the only reliable medical transport on campus. There is some fear in the student body that students cannot call upon the Campus Police for help in an emergency without fear of investigation. Nothing compelling has been said to address these fears. The "good samaritan" clause in the alcohol policy makes calling for help an extenuating circumstance when deciding on punishments for violations, but after a month of watching this policy in operation, we can safely say that this has not alleviated concerns in the student body. Further steps must be taken to reassure students that they can safely call the Campus Police. ...

The administration must balance adhering to state laws and its own policies with maintaining the trust of the student body, which is explicitly threatened by those very laws and policies. Even though that balance is precarious, failing to find that balance will nullify any good which might have been gained from our season of introspection."

*Editorial, The Tech
Massachusetts Institute of
Technology, March 17, 1998*

MODEL CAMPUS ALCOHOL POLICY

A statement of values and caring from an institution is the most important influence on standards of conduct and sets the parameters of communal life. Articulating and communicating those values, and the consequences for students and others of disregarding their responsibility to the community as a whole, are imperative.

The Inter-Association Task Force has carefully reviewed the Model Campus Alcohol Policy written and published after the 1985 national conference and has brought up to date its recommendations. The following guidelines reflect the changes incorporated after the April 1998 symposium.

A comprehensive campus policy on alcohol should include the following:

The Institution's Policy Statement

This broad but succinct philosophical statement, from which all policy components flow, should include a pro-health and safety, anti-abuse comment, an underscoring of individual responsibility for their own actions, an equal emphasis on the university's "duty to care" responsibility, and a commitment to alcohol education. It must be drafted from each institution's unique needs, experiences, and comply with all federal, state, and local laws.

A Summary of State and Local Laws

1. Drinking Age Laws—pertaining to the possession, consumption, provision, and sale of alcoholic beverages as well as penalties for violation of such laws.
2. Regulation of Sale Laws—with special emphasis on Alcohol Beverage Control (ABC) Board requirements for special permits or licenses by groups that charge admission or dues for events involving alcoholic beverages as well as penalties for violation of such laws.
3. Open Container Laws—governed by local ordinances or state statutes concerning the consumption of alcoholic beverages in outdoor areas or automobiles as well as penalties for violation of such laws.
4. Driving Under the Influence—governed by local ordinances or state statutes concerning the legal amount of alcohol that may be present in the blood while operating a vehicle as well as penalties for violation of such laws.

5. False Identification Laws—pertaining to the possession, misuse or manufacturing of illegal identification as applicable with all state and federal statutes as well as penalties for violation of such laws.

6. Minor In Possession and Contributing to the Delinquency of a Minor—governed by local, state, or federal statutes mandating the legal age to possess alcohol or purchase for those who are not of the legal drinking age as well as penalties for violation of such laws.

7. Public Intoxication and Disorderly Conduct—governed by local ordinances, state, or federal statutes, concerning the acceptable behavior of those persons who are under the influence of alcohol as well as penalties for violation of such laws.

Institutional Regulations

1. Locations where alcoholic beverages are permitted to be possessed, served, and consumed by persons of legal drinking age on the campus should be identified. A specific listing of such places (e.g., in private rooms, designated common areas of residence halls, college unions, etc.) helps clarify questions that students, faculty, staff, other individuals, or groups have about where alcoholic beverages are permitted on campus.

2. Locations where alcoholic beverages are permitted to be sold as opposed to merely be served on campus (e.g., faculty lounge, college union, pub, etc.) should be delineated clearly in accordance with all local, state, and federal statutes.

3. Guidelines for public and private events that involve alcoholic beverages within the institution's jurisdiction should be established. All events where alcoholic beverages are available should be registered with the appropriate campus office before such events; noting registration of the event does not constitute approval of the event.

a. If the function includes the sale of alcoholic beverages, a permit should be obtained from the appropriate issuing agency or ABC Board.

b. Individuals or organizations sponsoring the event must implement precautionary measures to ensure that alcoholic beverages are not accessible or served to persons under the legal drinking age or to persons who appear intoxicated.

• **Be Vocal.** College presidents should openly and publicly acknowledge that alcohol and other drug abuse problems exist and then reach out to campus, community, and state-level groups to develop and implement a comprehensive strategy for prevention.

• **Be Visible.** College presidents should take an active stand on alcohol and other drug issues, convey clear expectations and standards, and serve as a role model to other senior administrators, faculty, and students.

• **Be Visionary.** College presidents should make alcohol and other drug abuse prevention a priority in their strategic plan for the school.

*The Presidents Leadership
Group Report
The Higher Education
Center for Alcohol and
Other Drug Prevention*

"Fake IDs can be snapped up for as little as \$20, and although about 60 percent of underage college drinkers say they carry them, many say using them is hardly necessary. ... Consequences for getting caught [for alcohol offenses] range from written warning to mandatory alcohol counseling, and while repeat offenders can be ousted from a dorm and even expelled, such cases are reportedly rare. ..."

"Students Keep Alcohol in Curriculum,"
USA Today, March 30, 1998

c. At events where alcoholic beverages are available, direct access to alcoholic beverages shall be limited to designated trained servers.

d. Consumption of alcoholic beverages should be permitted only within the approved area designated for the event.

e. Nonalcoholic beverages must be available at the same place as the alcoholic beverages and featured as prominently as the alcoholic beverages.

f. A reasonable portion of a budget for the event shall be designated for the purchase of food items, naming foods that are low in sodium.

g. No social event shall permit, tolerate, or encourage any sort of "drinking games," "chugging contests," or any means where alcohol is consumed as part of competition.

h. Advertising will not promote the consumption of alcoholic beverages for registered events.

i. Individuals or organizations sponsoring events where alcoholic beverages are available shall provide a safe and secure environment, and follow reasonable risk management procedures.

4. All membership recruitment functions (e.g., fraternity/sorority rush, departmental clubs, and special interest groups) shall be alcohol free.

5. A specific statement concerning the use or nonuse of alcoholic beverages in athletic facilities or at athletic events, effectively communicated, should apply equally to student, faculty, staff, alumni, and others attending the event.

6. Guidelines for any marketing, advertising, and promotion of alcoholic beverages at campus events involving alcohol should be stated and officially disseminated to the appropriate campus organization, the participating private business, and the campus newspaper and other media in which such advertising might occur.

7. Procedures for adjudicating violation of the alcohol policy should be articulated. Such procedures should include an explicit statement of sanctions.

8. An institution's standard of conduct should make specific references to behavior related to alcohol consumption.

GUIDELINES FOR BEVERAGE ALCOHOL MARKETING ON CAMPUS

1. Alcohol beverage marketing programs specifically targeted for students and/or held on campus should conform to the code of student conduct of the institution and should avoid demeaning sexual or discriminatory portrayal of individuals.
2. Promotion of beverage alcohol should not encourage any form of alcohol abuse nor should it place emphasis on quantity and frequency of use.
3. Beverage alcohol, such as kegs or cases of beer, should not be provided as free awards to individual students or campus organizations.
4. No uncontrolled sampling as part of campus marketing programs should be permitted, and no sampling or other promotional activities should include "drinking contests."
5. Where controlled sampling is allowed by law and institutional policy, it should be limited as to time and quantity. Principles of good hosting should be observed including availability of alternative beverages, food and planned programs. The consumption of beer, wine or distilled spirits should not be the sole purpose of any promotional activity.
6. Promotional activities should not be associated with otherwise existing campus events or programs without the prior knowledge and consent of appropriate institutional officials.
7. Display or availability of promotional materials should be determined in consultation with appropriate institutional officials.
8. Informational marketing programs should have educational value and subscribe to the philosophy of responsible and legal use of the products represented.
9. Beverage alcohol marketers should support campus alcohol awareness programs that encourage informed and responsible decisions about the use or non-use of beer, wine or distilled spirits.

"... Today peer educators face a significant challenge... In the newspapers, news reports, and television shows, the public gets the image that America's college students are all drunks, drug abusers, and irresponsible "kids." But this is simply not true; I only have to look at my friends on campus and in BACCHUS and GAMMA nationwide.

Each of them makes a good conscious choice to become and remain active positive role models on their campuses and lead healthy and responsible lives. The general public does not know just how many college students are offended by the wild stories portrayed in the media

... So rather than taking on the media..., what I am saying goes out to college administrators, health educators, advisors and professors.

... examine the environment that you create or contribute to by your actions in class or on your campus.

We need to hold students in an academic environment to a higher standard. ... Hopefully, together we can create an environment that fosters learning, personal growth and development, and the attainment of life skills. College is not intended to be an "insulated bubble" free of community standards. It should be the kind of place where we learn about ourselves and how we might contribute our knowledge and talents to the future...."

*Student Column,
The Peer Educator, July 1998
BACCHUS and GAMMA*

10. Beverage alcohol advertising on campus or in institutional media, including event or product advertisements, if permitted, should not portray drinking as a solution to personal or academic problems of students or as necessary for social, sexual or academic success.

11. Advertising and other promotional campus activities should not associate beverage alcohol consumption with the performance of tasks that require skilled reactions, such as the operation of motor vehicles or machinery.

12. Local off-campus promotional activities that are primarily directed to students should be developed with the previous knowledge of appropriate institutional officials.

ONE STATE'S ANSWER

Disturbed by the serious and continuing problem of alcohol abuse on campuses in the state and in the nation, Virginia Attorney General Mark Earley in March 1998 asked members of the state's Task Force on Drinking by College Students to study the problem of binge drinking and the violation of alcohol laws on the Commonwealth's campuses. After four months of meetings, research, a presidents' forum, and public hearings across the state, the Task Force recommended in July 1998 a long list of measures for university officials, law enforcement agencies, business and community leaders, parents and students.

The Task Force, organized by former Attorney General Richard Cullen in November 1997 in response to the deaths, directly related to alcohol, of five Virginia college students in the fall of 1997, is the first such statewide group to take the lead in presenting solutions to collegiate alcohol misuse. The 43 members included college presidents and trustees, students, and law enforcement officials.

"The goal of the Task Force is not top-down mandates from Richmond," Earley told the members and Virginians, "nor is it to prosecute and persecute students. Instead, I challenged you to lead the discussion that will change the very culture of binge drinking on campus. This problem does not call for band-aid solutions or feel-good measures; it requires substantive change throughout the entire system of higher education."

Virginia's strategy, dubbed FREE for its four-pronged initiative, asks each state college and university to develop a Foundational plan to reduce binge and illegal drinking; Rebuild the campus culture with emphasis on personal responsibility, scholarship and citizenship; Educate students about health and safety hazards of alcohol and drugs and state and university laws and penalties for violations; and Enforce vigorously the state's alcohol and drug laws on and off campus and the institution's own policies.

It is intended to "free students from the campus culture and peer pressure that promotes binge drinking; free parents from worrying about the safety of their sons and daughters; free communities from the negative impact of binge drinking and drunk driving; and free colleges and universities to promote academic achievement and personal responsibility."

"These are recommendations; they are not rules," Virginia Attorney General Mark Earley emphasized when he announced the recommendations. "They must be implemented voluntarily. I hope they will be. "We cannot be in every Board of Visitors meeting. We cannot come to every fraternity gathering. We will not be there looking over the shoulder of every bartender or sales clerk in Virginia. And we cannot force anyone to do anything. If these recommendations are not implemented and enforced vigorously by the local university community, they are not worth the paper they are written on. They are useless and impotent. If they *are* implemented and enforced, they provide a powerful blueprint for addressing one of the most complex problems in higher education and society at large. Herein lies the wisdom of the people of Virginia."

"But there are no silver bullet solutions; binge drinking has many complex components....

To successfully dismantle the culture of binge drinking, we must teach all students personal responsibility, common sense and reasonable restraint. ... higher learning not only develops the mind and provides the tools for economic success, it also develops character and prepares young people to interact in the larger society and become good citizens."

*Mark Earley
Attorney General, State of Virginia
In thanking members of the
Task Force on Drinking
by College Students, July 1998*

The 65-plus recommendations include these:

- Require each college and university to develop its own plan to curb binge drinking on its campus, including a comprehensive intervention program.
- Develop an aggressive anti-binge drinking campaign on college campuses and provide more campus programs and social events without alcohol.
- Set tougher penalties for establishments that sell alcohol to underage and intoxicated customers, pass stronger drunk-driving laws, and vigorously enforce state alcohol laws.
- Set mandatory penalties for students who violate campus alcohol policies, including suspension or expulsion for repeat offenders.
- Increase and promote alcohol-free student housing.
- Encourage strong student leadership to help fight alcohol abuse
- Defer fraternity and sorority rush to the spring semester, and require local chapters to comply with the alcohol policies of their national organizations.
- Discourage alcoholic beverage-related sponsorship of on-campus activities and the advertisement and promotion of alcoholic beverages on campus.
- Notify parents when dependent students violate campus alcohol policies, amend the federal privacy law (FERPA) to expand parental notification, and inform parents that student privacy waivers exist.
- Establish a nonprofit parents group to encourage parental involvement in fighting alcohol abuse.

One of the major challenges facing higher education is the lack of public consensus regarding the minimum drinking age in the United States. The facts are quite clear, most people believe that the law says that individuals who are not 21 should not drink. There are three other countries in this world that follow a 21 drinking age: Malaysia, South Korea, and Ukraine, but in fact, only 31 of the 50 states in the United States wholly prohibit such drinking. The other states have a patchwork of varied laws with exceptions for special circumstances such as drinking for religious or medical purposes, in private clubs, when accompanied by a parent, spouse or legal guardian and so forth. But while most U.S. citizens believe the law of the land is a minimum drinking age of 21 . . . most also don't enforce it.

The law really has nothing to do with drinking, but deals instead with "purchase and possession" of beverage alcohol. Perhaps more to the point is that the major reason that the states enacted such laws was not a belief in the 21 minimum drinking age but that they face losing a certain percentage of federal monies that they would otherwise receive annually for highway construction and repair. In effect, the U.S. Congress was unwilling to alienate voters between 18 and 21, so they used fiscal leverage on state legislators to impose legislation on that vocal and active portion of the electorate. As a result, all states have some law in effect that talks about 21 as the minimum age for purchase and possession, which is far easier to enforce than a ban on drinking.

The lack of national consensus regarding the 21 age purchase and possession law is exemplified by the fact that only 31 states have passed laws prohibiting drinking and the long list of exceptions that currently exist in state law. On top of that, there seems to be a lack of desire to enforce the 21-year drinking age in many communities. The only time legislative intervention is effective is when it is supported by the majority of our citizens who feel it is a just law. Currently, there doesn't seem to be a national consensus on the 21 drinking age.

This lack of consensus is reinforced by the fact that at the age of 18, a citizen in our country may vote, enter into contracts, marry without parental consent, serve in the Armed Forces, and be considered a fully functioning legal adult. But these same individuals are told that they cannot purchase or possess alcoholic beverages until they are 21. The justification for this inequity is the concern over the high incidence of impaired driving and fatalities in the 18–21 age group. Researchers will point to the fact that traffic fatalities are down in the targeted age group but that is also true in the other age groups during that same time period. Drinking by young people has also declined, but not as much as among the population at large. In fact, some of the states with the strictest laws regarding underage drinking have had the highest increases in that activity.

In conclusion, without national public consensus regarding the 21 drinking age, young people will continue to be sent mixed messages about alcohol consumption. Colleges and universities are in no better position than any other part of society to enforce a law that is not supported by the majority of citizens.

Twenty-One is the "Drinking Age" — What Does That Mean?

*Edward H. Hammond
President, Fort Hays State University
Chair, Inter-Association Task Force
on Alcohol and Other Substance
Abuse Issues*

MORE RESOURCES

Ellickson, Phyllis L., McGuigan, Kimberly A., Adams, Virgil, Bell, Robert M., and Hays, Ron D., "Teenagers and Alcohol Misuse in the United States: By Any Definition, It's a Big Problem." *Addiction*, Vol. 91, No. 10, pp. 1489-1503, 1996 (Rand Study).

Hewitt, K., *The Whole College Catalog About Drinking*. DHEW Publication no. (ADM) 77-361. Washington, D.C.: Superintendent of Public Documents, U.S. Government Printing Office, 1976.

Levine, Arthur, and Cureton, Jeanette S., *When Hope and Dreams Collide: A Portrait of Today's College Student*. San Francisco: Jossey-Bass Inc., 1998.

Sanford, Nevitt, *Where Colleges Fail*. San Francisco: Jossey-Bass Inc., 1969.

Rethinking Rites of Passage: Substance Abuse on America's Campuses. National Center on Addiction and Substance Abuse, Columbia University, 1994.

World Wide Web Sites:

(All addresses begin with <http://>)

BACCHUS and GAMMA: www.bacchusgamma.org

Core Institute for Alcohol and Drug Prevention:
www.siu.edu/coreinst

Higher Education Center for Alcohol and Other
Drug Prevention: www.edc.org/hec

Inter-Association Task Force on Alcohol and Other
Substance Abuse Issues: www.iatf.org

National Center on Addiction and Substance Abuse,
Columbia University: www.casacolumbia.org

National Clearinghouse for Alcohol and Drug
Information: www.health.org

Rand Drug Policy Research Center: www.rand.org

Virginia Attorney General's Office, Recommendations: www.cs.state.va/oag/taskf/Default.htm

National Institute on Alcohol Abuse and Alcoholism:
www.niaaa.nih.gov

National Intramural-Recreational Sports Association,
Natural High: www.nirsa.org/nirsa8.htm



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